



City of Tigard

Tigard Workshop Meeting – Minutes

July 17, 2012

1. WORKSHOP MEETING

- A. At 6:33 p.m. Mayor Dirksen called the Tigard City Council Workshop Meeting to order.
- B. Deputy City Recorder Krager called the roll.

	Present	Absent
Councilor Woodard	✓	
Councilor Wilson	✓	
Council President Buehner	✓	
Mayor Dirksen	✓	
Councilor Henderson	✓	

- C. Pledge of Allegiance
- D. Council Communications and Liaison Reports – Mayor Dirksen said he would provide some regional information regarding land use and transportation to council and some will be made available online.
- E. Call to Council and Staff for Non-Agenda Items

2. JOINT MEETING WITH THE PARK AND RECREATION ADVISORY BOARD (PRAB)

PRAB Members present: Chair Troy Mears, Marshall Henry, Holly Polivka, Gordon Kunkle and Hong Dao. Parks and Facilities Manager Martin distributed a map showing recommended park development projects to help guide the discussion. This map has been added to the packet for this meeting. He noted that around \$6 million remains from the \$17 million park bond. PRAB has been considering park development in their recent meetings and has received some good cost estimate information, especially for parks with concept master plans. He said PRAB members will lead the discussion.

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

PRAB Chair Mears requested that staff consider moving forward with the design on four projects: Fanno Creek House, Jack Park, East Butte Heritage Park, and the Summer Creek property. He said they received budget numbers on minimal construction to make the parks usable. PRAB also requested a list from staff of shelved park projects for possible bond funding. These are referred to as Supplemental Development Projects, and include master plans for the Sunrise and Paull properties. He said one of the criteria for spending park bond funds was that they be spread around so citizens in each area of the city can enjoy the improvements. He said many of these parks have not seen development in a long time. He said PRAB considered what the minimal cost would be just to make a park usable, and another criterion was to provide enough funding towards development improvement so the city could add to the funds with system development charges (SDC's) and build future projects.

PRAB Member Polivka commented that tax payers are getting a lot for their money. These projects are not large but will be very visible.

Council President Buehner asked about Jack Park and how much of the \$350,000 would be committed to the access bridge. Parks and Facilities Manager Martin said the bridge and trail would be covered in that amount. He said the playground and community gardens were removed, as both can be built at a future date, and noted that the playground is a good grant project candidate. Council President Buehner asked about bridge lighting. PRAB Chair Mears said solar lighting is under consideration. Council President Buehner questioned whether there is enough sunlight in winter months to power the lights and Chair Mears said advances made in solar technology would ensure adequate lighting.

Councilor Woodard said he was impressed with how PRAB interpreted the development allotment, which can be confusing.

Councilor Wilson said the goal was to obtain as much land as possible while it is still available yet allocate twenty-percent towards accessibility so it is clear to the public what they purchased by supporting the parks bond. He said he may have reserved more money for the acquisition of new parks or green space and been stingier on existing parks, but he acknowledged that he had not studied everything to the detail the PRAB did.

Councilor Wilson said he was concerned about the amount of money spent on half-street improvements. He said the sidewalk connection along Tigard Street is a good pedestrian extension, but discouraged the PRAB from using utility undergrounding money as he thought it should be used for visually cluttered areas. He did not consider Tigard Street one of those areas.

PRAB Chair Mears said the PRAB shares Councilor Wilson's concerns about paying for half-street improvements, but they are a city requirement. Councilor Wilson asked how much money is being spent. Parks and Facilities Manager Martin replied it would cost \$500,000 for half-street improvements along the Summer Creek property on Tigard Street from Gallo Street to the Fanno Creek Bridge. This does not include bridge replacement.

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

Councilor Wilson said it is worth a conversation on the issue before committing to those street improvements because the public's money is paying for it.

Assistant Public Works Director Rager said staff and the PRAB struggled with this issue but the bottom line is that Tigard's development code lays out requirements that the city must follow. Councilor Wilson asked if curbs, gutters and sidewalks are always necessary adjacent to a natural area. He recommended a simple swale treatment or a flush curb. He asked if there is a way to add another street category to the code, such as "park streets."

PRAB Chair Mears suggested using SDC funds for the street improvements portion and using park bond funds for actual park development.

Mayor Dirksen asked staff if there was any reason not to use the maximum amount of SDC's to supplement the bond money. Assistant Public Works Director Rager said there was no reason not to use the maximum. Mayor Dirksen strongly suggested using SDC funds, which were collected for this purpose, to match bond funds and make them go farther. Council President Buehner agreed.

Mayor Dirksen said he recognizes that Councilor Wilson has some expertise that the rest of council does not and he suggested that Councilor Wilson meet with staff to review and bring recommendations forward to council for consideration. He asked council if anyone had any reservations and none were voiced. Councilor Wilson said he was agreeable to this and held a particular interest in Sunrise Park. He said he would like it surveyed, graded for lawn and parking areas and picnic tables added for now. Other improvements can be done later. Council President Buehner noted that a reservoir is planned in the future near Sunrise Park and she thought when it is under construction that would be an opportune time to plan major improvements. Public Works Director Koellermeier said the reservoir project is scheduled for 2017 or 2018 and coordination is already planned. Councilor Wilson said there may be some neighborhood issues regarding access and security. Council President Buehner mentioned an existing road at Sunrise Park, near Mistletoe, that is currently covered by blackberry vines. She suggested it be cleared for a safe access for bicycles and pedestrians at a minimum, with potential vehicle access planned for the future.

PRAB Chair Mears said the PRAB's recommendation is to have a master plan for each new park within six months to assist with obtaining grants.

Mayor Dirksen commented that he was pleased to read in PRAB's report that they are still looking at acquiring land because there are some small parcels remaining that he would like the city to bring into the park system inventory. He asked how much bond money is left for both acquisitions and development. Parks and Facilities Manager Martin said there is \$1.7 million remaining for downtown properties and some funds allocated for a few smaller purchases that will be coming to council for approval. He said that leaves approximately \$1.5 million.

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

Councilor Henderson asked if any of the allocation for the downtown area has been spent and Parks and Facilities Manager Martin said it had not. Councilor Henderson asked if some of that amount is available for development and Parks and Facilities Manager Martin said up to twenty-percent can be spent on development.

PRAB Chair Mears said it was important to note that these numbers are estimates. He said there may be savings and PRAB recommends rolling any savings over into more acquisitions or furthering along another development project. In response to a question from Council President Buehner, he said Fanno Creek House and East Butte Heritage Park are ready to go to bid. He said most projects will start next spring and summer.

Councilor Henderson confirmed that the money must be spent within eighteen months. Mayor Dirksen said the money does not have to be all spent but it has to be allocated. Parks and Facilities Manager Martin said staff was operating under the impression it had to be spent and Mayor Dirksen encouraged them to keep to that schedule. “Doing these projects sooner rather than later is definitely what I would like. Let’s go on that assumption.” Councilor Wilson advised there needs to be a strategy if it appears it cannot all be spent, such as purchase of a property for later resale. PRAB Chair Mears responded that there are properties under consideration for that very purpose.

Mayor Dirksen said he understand the concerns about using other funds and the frustration with using park money for street improvements. He said however, that making improvements along the park frontage is an enhancement that encourages their use. He said he agreed with the prioritization of projects and thought that doing Jack Park and East Butte Heritage Park in the short term is the right direction. He commented that staff and the PRAB have balanced the needs of the community well.

3. JOINT MEETING WITH THE TIGARD TRANSPORTATION ADVISORY COMMITTEE

Senior Transportation Planner Gray said she and Senior Project Engineer McCarthy are the staff liaisons to the Tigard Transportation Advisory Committee (TTAC). She gave council a discussion outline. A copy of this document has been added to the packet for this meeting. TTAC members present were: Chair Steve Bass, Karen Hughart, Don Schmidt, Steve Boughton, and Mark Bogert.

TTAC Member Hughart described the composition of the committee and said there are two vacancies and two alternate positions on the Committee.

TTAC Chair Bass said TTAC members have spent over 200 hours in meetings the past year and likely about the same amount of time studying the issues. He said the high capacity transit land use plan was their most challenging topic. As a subcommittee of the Citizens Advisory Committee they finalized and recommended station concepts in November.

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

He said TTAC strongly agrees that the high capacity land use plan is consistent with city policies and goals, the Comprehensive Plan and the Transportation System Plan.

TTAC Chair Bass said another project the TTAC participated in is the ongoing Pacific Highway/McDonald Street/Gaarde Street intersection project. A few important issues TTAC considered were safety, landowner impact, cost and the benefit of potential improvements.

TTAC was also asked to help prioritize the Capital Improvement Plan (CIP) by viewing the projects and seeking recommendations from citizens and staff. TTAC Chair Bass said the committee enjoyed this project and noted that TTAC priorities ran parallel to those of staff. He said TTAC feels these projects are exactly the type of projects they should be reviewing.

TTAC Bicycle/Pedestrian subcommittee member Boughton said his subcommittee receives feedback and prioritizes opportunities from the bicyclist or pedestrian's viewpoint. He said they are in the process of gathering information on Tigard's bicycle and pedestrian flow. They organized a free family ride to encourage people to ride downtown and support local businesses. He said they would like to have a larger event and Mayor Dirksen suggested they contact the Bicycle Transportation Alliance's (BTA) website and invite their members to join them in a ride. TTAC member Boughton commented that what he likes about being on the subcommittee is the ability to work on small projects that can make a big difference in Tigard.

TTAC Member Schmidt said the committee reviewed project designs for the intersection at Pacific Highway/McDonald Street/Gaarde Street. He noted that work on the transit service enhancements is very important and the committee hopes to work with TriMet on the westside enhancement efforts. Mayor Dirksen offered some background on the westside enhancement program which has just begun. They are starting at Highway 26 and working their way down, examining how existing bus lines can be reoriented or combined to provide better service.

Mayor Dirksen said any member of TTAC is welcome to occasionally attend WCCC and JPACT meetings. He said that even though they can't "sit at the table" it would still be interesting to them and helpful to get a perspective of how Tigard fits into the larger regional scheme, funding sources, and how transportation money gets allocated.

Council President Buehner reported that the Washington County Coordinating Committee (WCCC) placed Walnut Street on the priority list last week. She said the Walnut Street project will provide greater safety for walkers, school children and traffic. There is also an upcoming large sewer project along Walnut. Mayor Dirksen said this one project meets many different transportation needs for this area of the city.

Senior Project Engineer McCarthy said Washington County is in the process of selecting the design team for Walnut Street. The first phase will be an alternatives analysis which will

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

likely last throughout the fall. He said in early 2013 staff will bring sixty-percent design and TTAC recommendations to council. In response to a question from Council President Buehner regarding timing, Senior Project Engineer McCarthy said construction will begin in 2014, when the funding is available. Councilor Henderson asked who would interface with the school and neighbors. He mentioned a property that will be a challenge due to the difference in grades. Senior Project Engineer McCarthy said he is contacting stakeholders now. He noted that much of the right of way for this project was purchased years ago and the city will do its best to fit within that right of way, but he said there will be negotiation with property owners as the project progresses. Mayor Dirksen added that the design for most of this project is already done and the city has been waiting for funding.

Council President Buehner said small business owners in the Pacific Highway/ McDonald Street/Gaarde Street neighborhood are aware that the city is spending ODOT money on the intersection improvement project. She said they need to be involved and informed through meetings with staff. She said she hoped a few TTAC members would also be involved in these meetings as some of them are also business owners. She noted that the owner of the Bull Mountain Pub has offered his meeting space for outreach meetings. Senior Project Engineer McCarthy said TTAC has developed a recommendation on an alternative which will be presented to council at the August 14, 2012 meeting. He said he will be meeting with business owners over the next few weeks.

TTAC Chair Bass said public outreach was discussed at the most recent TTAC meeting. He referred to the high level of public outreach with the high capacity transit planning process held at various locations in the community and said TTAC would like to see that level of public outreach with other projects. He said they take the concerns of business and homeowners seriously.

TTAC Chair Bass thanked council for their comments and asked if they thought TTAC is on the right track with their work plan. Mayor Dirksen replied that what TTAC has outlined is right in line with what he pictured their ongoing duties to be. He said that as the city moves forward with projects, TTAC should be involved during design and public outreach. He said it was important for the citizen members of TTAC to help staff explain upcoming changes and impacts to those citizens affected by them.

TTAC Chair Bass said, "The TTAC members are Tigard citizens, not transportation experts, and that is the perspective we bring to the table."

Councilor Henderson suggested the bicycle subcommittee consider putting together a ride for the Tigard Street Fair event coming up on August 11. City Manager Wine said she can pass along contact names to him for this and other downtown events.

Council President Buehner acknowledged Mayor Dirksen for his participation on the High Capacity Transit Citizen Advisory Committee relating to land use. She said appropriate land use needs to be considered before making transportation decisions.

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

Councilor Woodard suggested joint discussions with PRAB would be useful when considering the trail system. He said he often walks Tigard's trails and is surprised to see how much they are used. He said this indicates to him that these multi-modal access trails are going to be important for how business is done in the future. He urged members of the committee to track users with trail counts and share that information with council and other committees.

Senior Transportation Planner McCarthy thanked the TTAC members for their insight and expressed appreciation for their willingness to do in-depth research and their commitment to learning about transportation issues.

At 7:41 p.m. Mayor Dirksen called for a ten-minute recess.

At 7:53 p.m. Mayor Dirksen called the council meeting to order.

4. RE-EVALUATE THE CITY'S ANNEXATION POLICY-BACKGROUND REPORT AND DISCUSSION

Acting Community Development Director Hartnett provided background information in preparation for a discussion on the city's annexation policy. She said council approved renewal of existing annexation incentives in February, 2012. At that meeting staff was directed to prepare background information to provide the foundation for a broader discussion. She said Associate Planner Pagenstecher prepared the Annexation Background Report, which was included in the council packet for this item. Mayor Dirksen said that while he did not agree with everything in the report, it was a good overview.

Acting Community Development Director Hartnett read highlights of the report. She said there are four general topic areas that she and City Manager Wine developed to help structure and prioritize the first formal, in-depth discussion on annexation, scheduled for the August 21, 2012 workshop meeting. She asked council to inform her of additional information they would like to have prior to the workshop meeting. She said council should consider the following in preparation for the discussion:

- Is a separate philosophy and approach for island annexation, as distinguished from extra-territorial annexations, needed? If so, what would the key components of that philosophy and approach include? Are there special processes or incentives worth exploring?
- Is it helpful to have separate discussions on extra-territorial annexation of urbanized areas from those extra-territorial areas that are undeveloped?
- If so, for the urbanized areas, the following questions might be helpful to consider:
 - Are the incentives in the current policy working? Are the incentives relevant to these property owners?
 - Are there incentives that could be added?

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

- Are there things the city could do to invite or entice these property owners to consider annexation?
- For the undeveloped areas some of the same questions could be considered. In addition, the link between the philosophy and approach for annexation of these areas and the timely completion of the River Terrace planning activities should be discussed.

Council President Buehner suggested removing Arlington Heights from the other islands because it is the only one that is fully developed. Acting Community Development Director Hartnett replied that Arlington Heights would be considered separately from the other islands. Council President Buehner mentioned another island where the city has recently purchased two properties (Paull and Eiswerth properties). Mayor Dirksen said the city is in the process of annexing this island as two of the properties are planned for public park use.

Council President Buehner said Tigard's elected officials should be personally involved when contacting people about potential annexation and felt that sending letters was not adequate.

City Manager Wine asked council how limited city staffing resources should be allocated. Each type of outreach represents a certain amount of work and the River Terrace Community Plan is a significant effort, in addition to island and extra-territorial annexations.

Mayor Dirksen said having a unified policy for all annexations would be difficult because each area requires a different approach or contact. He said his number one priority for staff is the recent inclusion into the urban growth boundary of River Terrace, Roy Rogers West, and Area 63. He said Tigard has made commitments at both the regional and county levels and also to individual property owners to move forward with the River Terrace Community Plan and make adjustments to the code as needed to allow those areas to open up for development. He said areas that are not able to move forward with development have stymied the entire region as they look at urbanization issues and urban growth boundary expansion issues. When areas are brought into the UGB and not developed, any planning is difficult. It is important to get impediments to development out of the way.

Mayor Dirksen suggested to council that since the timeline for the River Terrace Community Plan is later than what was first planned, the city should consider postponing the tax phase-in for Areas 63 and 64. He said nothing can be done with these properties until the plan is complete. City Manager Wine said she will ask staff to evaluate the fiscal implications of postponing the phase-in period. Acting Community Development Director Hartnett said this information will be provided to council prior to the August 21 workshop meeting.

Councilor Wilson said what he is hearing tonight is that developing one island policy is futile because the islands are all different. Mayor Dirksen said the city needs to look at each island and consider incentives and a policy for each. In response to a question from Councilor Woodard, Mayor Dirksen said as long as the property and use remain as they are

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

presently under Washington County, taxes will not increase until the Community Plan is complete, the city has rezoned them and owners are allowed to initiate urban development.

He said it is fair to postpone increases until the land use changes. Councilor Wilson noted that the phase-in period is legally limited to ten years. Mayor Dirksen said in this instance the timeframe would be closer to two years.

Mayor Dirksen said it was important to him that undeveloped islands to be annexed before they are developed. He said this is legally required regardless but the city may need to get aggressive on this. Acting Community Development Director Hartnett said it is clear that people who like living in their islands do not have a development incentive. Council President Buehner agreed but said due to aging owners wanting to downsize, there will be ownership changes in the near future.

Councilor Woodard asked about police resources for islands. City Manager Wine said the county would most likely report that their preference is for Tigard to annex these islands to efficiently cover the areas with enhanced sheriff patrol. Councilor Woodard noted that Tigard would have to look at police resources when annexing these islands. Mayor Dirksen said he disagreed with the police budget impacts listed in the report. He said the costs seemed very high, yet in reality the initial impacts will be low, based on small population numbers. It would grow slowly, but so would the city's revenues. He noted that annexing already developed areas would require hiring more officers and this takes time. The same was true for public works costs. He said it will be easier to absorb undeveloped areas. As those areas develop, many of the costs are borne by private developers and not the city.

Councilor Henderson expressed concern about the cost impacts of annexing unincorporated developed areas, which will be greater in the future as the infrastructure ages. He said, "On a sustainable level, it will cost our children." He said the city would be better off doing this sooner than later.

Mayor Dirksen agreed and suggested an incentive for the larger unincorporated areas to come into the city before their infrastructure ages or fails. He said by the time they see an incentive to come into the city, Tigard will have a disincentive to take on their aging infrastructure. He noted that Tigard is purchasing park land from the bond measure but there is not enough money to develop all the new parks, particularly those on Bull Mountain. He proposed offering annexation to the neighborhoods served by these parks. They would pay their taxes to the city but any increases they realize could be sequestered and used to develop park amenities in their areas. Councilor Henderson commented that it was a form of tax increment financing. Councilor Woodard said this addresses his concerns about making the recent park purchases useful for families. Councilor Wilson said he would like to see more study on this before it is proposed.

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

Councilor Woodard questioned the condition of infrastructure, such as Bull Mountain Road. Mayor Dirksen said if those streets come into the city the residents will start to pay street maintenance fees as the rest of the city does, providing funds for street improvement.

Councilor Wilson said bringing in Areas 63 and 64 accomplishes a long-term goal of council to get ahead of development instead of following behind. He said the economy is turning around and there is potential for development to move quickly. He said he is concerned about the police department patrolling this large area with a huge gap between annexed areas and not many connecting roads. He said the annexations and planning need to be done before the city takes additional steps with other areas. He suggested that the city begin a dialog with the people living in the developed unincorporated area to explore their current views, given this change in the landscape.

Councilor Henderson said he was concerned about the community development department workload.

Acting Community Development Director Hartnett summarized what staff will produce and provide to council before August 21:

1. Memo regarding implications of delaying property tax increases in Areas 63 and 64 until the Community Plan is completed.
2. City Attorney's response regarding new island annexation case law and any issues with phasing taxes and the ten-year period.
3. A copy of either the entire IGA with Washington County or just the language regarding island annexation.
4. A comparison of island development opportunities using current county zoning vs. city zoning.

She referred to earlier discussion on estimating city costs to assume maintenance for existing infrastructure and provision of services. She said she heard tonight that this is a later-term study. She suggested council make a distinction between Metzger and the Bull Mountain area because costs would be distinctly different. She said there is a lot to explore about Mayor Dirksen's discussion about potentially sequestering tax increment and she assumes that this will be part of the later study. Mayor Dirksen agreed that this is not a top priority. Acting Community Development Director Hartnett suggested that a conversation about costs should include police, public works and finance department staff.

Councilor Henderson asked if the tax increment discussion regarding the unincorporated developed area was concerned only with properties that come into the city or with the entire area. Mayor Dirksen replied that in order for the city to commit to a program it would have to be, "all or nothing." He said the city could not proceed on a piecemeal basis because there needs to be certainty about revenues to develop any kind of program. Acting Community Development Director Hartnett suggested that a starting place for that

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

discussion is Metro's growth allocations and assumptions they are making about Tigard's governance area.

Acting Community Development Director Hartnett said there is overlap between the discussion on annexing Areas 63 and 64 and the community planning area. She said she and City Manager Wine would like clarification from council soon on the plan areas and the level of planning desired for each (urban reserves and rural element). Mayor Dirksen said the new requirement from the state is that before an area can be considered for inclusion into the urban growth boundary a concept plan must be completed. He said as the community plan is developed staff may want to consider doing a concept plan for the areas anticipated to come into the urban growth boundary within ten years.

Acting Community Development Director Hartnett said the city should be strategic in selecting additional work for staff to give a longer-term view. This could include figuring the costs of assuming maintenance and service responsibilities for the urbanized areas, creating opportunities to reduce future costs by looking at the urban reserves, and the potential for entry into the urban growth boundary for the rural element.

In response to a question from Councilor Henderson regarding what a concept plan includes, City Manager Wine said a concept plan includes sewer, water, transportation, zoning, land use and parks. She said the question is how the existing rural element concept plan prepared by Washington County can be translated into the community plan.

Councilor Woodard asked about Washington County resources for planning. Acting Community Development Director Hartnett said funding from a Metro grant is being transferred to Tigard for the community plan and there are also Construction Excise Tax (CET) funds, which she recommends be used for consultants.

Acting Community Development Director Hartnett gave council an update on progress of the Tigard Triangle becoming a town center.

5. COUNCIL LIAISON REPORT: None.
6. NON AGENDA ITEMS: City Manager Wine reported that there was a health incident involving a staff member today during working hours. Two co-workers used CPR and kept another employee alive after a heart attack, according to Tualatin Valley Fire and Rescue, who called her to praise the workers' efforts. Mayor Dirksen suggested those involved receive formal recognition.
7. EXECUTIVE SESSION: None

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012

8. ADJOURNMENT

At 9:05 p.m. Councilor Wilson moved for adjournment. The motion was seconded by Council President Buehner and all voted in favor.

	Yes	No
Councilor Woodard	✓	
Councilor Wilson	✓	
Council President Buehner	✓	
Mayor Dirksen	✓	
Councilor Henderson	✓	

/s/Carol A. Krager
Carol A. Krager, Deputy City Recorder

Attest:

/s/Craig E. Dirksen
Craig Dirksen, Mayor

August 28, 2012
Date

TIGARD CITY COUNCIL MINUTES – JULY 17, 2012